

# **Report to the Legislature on the Cal-Learn Program**

**2014**



STATE OF CALIFORNIA  
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## Legislative Mandate

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Senate Bill (SB) 1041 (Committee on Budget and Fiscal Review, Chapter 47, Statutes of 2012, Section 22), added the following provision in law:

### **Welfare and Institutions Code 11334.6**

(a) The Department shall provide to the budget committees of the Legislature, no later than February 1, 2013, and, notwithstanding Section 10231.5 of the Government Code, on February 1 annually thereafter, a report that includes all of the following information:

- (1) The number of counties implementing a Cal-Learn Program.
  - (2) The number of recipients being served in each county with intensive case management services.
  - (3) Outcomes for recipients, including graduation rates and repeat pregnancies.
- (b) The report described in subdivision (a) shall be submitted in compliance with Section 9795 of the Government Code.

A copy of this report can be obtained from:

### **California Department of Social Services**

Office of Legislation  
744 P Street, M.S. 16-32  
Sacramento, California 95814  
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An electronic copy of this report is accessible at: <http://www.cdss.ca.gov/cdssweb/pg2400>.

# **Executive Summary**

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## **Introduction**

This report describes the status and outcomes of the Cal-Learn program, as required by SB 1041 (Chapter 47, Statutes of 2012). Cal-Learn is a statewide, mandatory program for pregnant and parenting teens in the California Work Opportunity and Responsibility to Kids (CalWORKs) program. It is designed to encourage pregnant and parenting teens to graduate from high school or its equivalent and become self-sufficient.

The Cal-Learn program was suspended from July 1, 2011, until June 30, 2012. During this suspension, the Cal-Learn case management services component of the program was eliminated and pregnant and parenting teens were required to enroll in the CalWORKs Welfare-to-Work (WTW) program, in which their only requirement was to attend school. While the Cal-Learn program was suspended, case management services were restricted to what individual counties were able to provide through their WTW programs. However, bonuses for satisfactory grades and graduation continued to be issued during the suspension.

The suspension of the Cal-Learn program ended with the passage of SB 1041. A phase-in period allowed counties flexibility to re-implement their Cal-Learn programs between July 1, 2012, and March 31, 2013. The Cal-Learn program was fully restored statewide on April 1, 2013.

This report presents when counties restored the Cal-Learn program, the number of participants in the program, and outcomes for those participants. This report was prepared using data provided to the California Department of Social Services (CDSS) by the counties in monthly data reports, and a survey of counties conducted by the CDSS staff.

## **Methodology**

The data in this report comes primarily from the Cal-Learn Program Teen Parent Monthly Status Report (STAT 45) that is completed by county welfare departments to provide information on pregnant and parenting teens to CDSS. The STAT 45 report provides county, state, and federal entities with information needed for budgeting, staffing, program planning, and other purposes.

Secondarily, CDSS surveyed all 58 counties in May 2013 regarding the Cal-Learn program. The survey included collection of program restoration dates for each county. All 58 counties had restored their Cal-Learn program on or before April 1, 2013, as required by statute.

This report includes data on the number of pregnant and parenting teens that received services under the Cal-Learn program for Fiscal Year (FY) 2012-13. Data from the

Cal-Learn and WTW Teen Parent programs for FY 2010-11 and FY 2011-12, respectively, are documented for comparison. In keeping with the prior year's report, only full fiscal years are reported. Data for FY 2013-14 will be documented in the February 1, 2015, report. Revisions to the STAT 45 used to track Cal-Learn data were issued in May 2013. Therefore, information on repeat pregnancies among pregnant and parenting teens is only available beginning April of 2013.

## Results

The May 2013 survey confirmed that all 58 counties had restored their Cal-Learn program on or before April 1, 2013, as required by statute.

The table below summarizes the level of participation and outcomes for the Cal-Learn program in the three years covered by this report: the year prior to the suspension, FY 2010-11; during the suspension, FY 2011-12; and restoration period, FY 2012-13.

- During this three year period, the number of teens served in the Cal-Learn program declined. The overall WTW caseload also declined during this same timeframe. At this time, insufficient information exists to definitively determine the reasons for the reduction in Cal-Learn program participation or if there is a correlation to the WTW caseload decline.
- The monthly number of satisfactory progress bonuses declined slightly in the absence of the Cal-Learn program. Conversely, graduation bonuses remained consistent as a percentage of participants (approximately 1.4 percent for all three years).
- Sanctions were lower during the year Cal-Learn was suspended. Sanctions in the Cal-Learn program are the result of failing to maintain a minimum of a 1.0 Grade Point Average (GPA) or equivalent. Sanctions in the WTW program for educational activities are based on a county determination of "satisfactory progress."

### Comparison of Monthly Participation and Outcomes for Pregnant and Parenting Teens

	2010-11	2011-12	2012-13
<b>Total Monthly Participants</b>	11,018	10,324	9,315
<b>Satisfactory Progress Bonuses</b>	648	471	393
<b>Graduation Bonuses</b>	158	144	129
<b>Sanctions</b>	343	226	307
<b>Exemptions, Deferrals and Good Cause*</b>	38	119	52

Source: STAT 45 monthly reports

\*Cal-Learn participants received good cause instead of deferrals during the Cal-Learn suspension (FY 2011-2012). Due to the Cal-Learn restoration period, only exemptions are captured for FY 2012-2013.

As required by statute, CDSS began asking counties to report repeat pregnancies among Cal-Learn pregnant and parenting teens in April 2013. During the first nine

months of reported data, an average of 51 Cal-Learn teens reported a new pregnancy each month. This average of 51 represents about 0.5 percent of the entire Cal-Learn caseload of parenting teens.

The CDSS is in the process of revising the STAT 45 to include data on school enrollment and adequate progress.

## Background

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### Purpose

This report describes the level of participation in the Cal-Learn program and selected program outcomes. SB 1041 (Chapter 47, Statutes of 2012) restored the Cal-Learn program after the FY 2011-12 suspension and included a requirement for CDSS to provide a report to the budget committees of the Legislature on the Cal-Learn program. This report documents when counties restored the Cal-Learn program as well as the number of participants in the program and outcomes for those participants. This report was prepared using data provided to CDSS by the counties in monthly data reports and by a survey of counties conducted by CDSS.

### State Law

The Cal-Learn program was authorized by SB 35 (Chapter 69, Statutes of 1993) and SB 1078 (Chapter 1252, Statutes of 1993). Assembly Bill (AB) 2772 (Chapter 902, Statutes of 1998) changed the status of the Cal-Learn program from a five-year federal demonstration project to a permanent program.

The Cal-Learn program provides services to encourage pregnant and parenting teens to stay in high school or an equivalent program and earn a diploma. Case management activities must meet the standards and scope of the state Adolescent Family Life Program (AFLP). The AFLP is a program within the California Department of Public Health that addresses the social, health, educational, and economic consequences of adolescent pregnancy by providing comprehensive case management services to pregnant and parenting teens and their children. Those standards include case management activities such as arrangement and management of supportive services, development and review of the report card schedule, exemption and deferral recommendations, and recommendations for bonuses and sanctions. These services are also provided by the Cal-Learn program. Local providers coordinate services to ensure that there is no duplication.

Cal-Learn serves pregnant and parenting teens in the CalWORKs program. Individuals age 18 or younger automatically qualify for the program. A Cal-Learn pregnant and parenting teen who turns 19, but has not earned a high school diploma or equivalent, may choose to continue in the program as a volunteer until he or she turns 20 or earns a diploma or equivalent.

SB 72 (Chapter 8, Statutes of 2011) suspended the Cal-Learn program from July 1, 2011, through June 30, 2012. During this time, case management services were restricted to what individual counties were able to provide through their WTW programs. Pregnant and parenting teens in the program were required to participate in WTW, but because they were under the age of 20 and did not possess high school diplomas, their only requirement in WTW was to attend school.

In accordance with SB 1041, the Cal-Learn suspension ended July 1, 2012. Counties were given until March 31, 2013, to restore their Cal-Learn programs. Instructions regarding the transition of county programs and pregnant and parenting teens from WTW to Cal-Learn were distributed to counties in All County Letter (ACL) 12-60, released on October 31, 2012. Further clarification was provided to counties in ACL 13-49, released on June 17, 2013.

SB 1041 also required CDSS to report the following information to the Legislature annually:

- The number of counties operating a Cal-Learn program.
- The number of recipients being served in each county with intensive case management services.
- Outcomes for recipients, including graduation rates and repeat pregnancies.

In order to gather the information required by the Legislature, CDSS revised the STAT 45 to include information on repeat pregnancies. The revised STAT 45 was released in ACL 13-29 on May 7, 2013. All other information was collected through the existing Cal-Learn reporting process.



## Report Organization

The following sections of this report detail the data collected by CDSS regarding the Cal-Learn program:

- The first section provides the dates that counties restored their Cal-Learn programs following the FY 2011-12 suspension. Just over half of the counties had restored the Cal-Learn program by the end of calendar year 2012. All county Cal-Learn programs were restored by the April 1, 2013, deadline.
- The second section shows the pregnant and parenting teens served with intensive case management in the Cal-Learn program and those that continued to participate in the WTW program as pregnant and parenting teens during the FY 2011-12 suspension. In addition to the average number of pregnant and parenting teens served, this report includes the number of teens exempted or deferred from participation.
- The third section describes the outcomes of the program. An average of 158 teens received graduation bonuses each month during FY 2010-11. During the FY 2011-12 suspension, approximately 144 teens received graduation bonuses each month. During the transition back to Cal-Learn in FY 2012-13, an average of 129 pregnant and parenting teens received graduation bonuses each month. In addition, this report includes the number of bonuses provided, and the number of sanctions imposed. As required by statute, counties began reporting new repeat pregnancies among Cal-Learn pregnant and parenting teens in April 2013. During the first nine months of reported data, an average of 51 Cal-Learn teens reported a new pregnancy each month. This average of 51 represents about 0.5 percent of the entire Cal-Learn caseload of parenting teens.

## County Restoration of Cal-Learn

This section presents the restoration dates of each county's Cal-Learn program. The CDSS surveyed the 58 counties in May 2013, to determine the month of restoration of the Cal-Learn program. The table below contains the responses from the counties.

Restoration Month	Counties		
July 2012	Alpine Glenn Mono Santa Clara Sonoma	Amador Humboldt San Benito Santa Cruz Sutter	El Dorado Modoc Santa Barbara Sierra Tulare
August 2012	Del Norte	Mariposa	
September 2012	Imperial	Inyo	Los Angeles
	Nevada		
October 2012	Merced	Placer	Plumas
	Tehama	Yuba	
November 2012	Butte	Stanislaus	
December 2012	Napa	San Francisco	Ventura
January 2013	Calaveras	Kings	Mendocino
	Monterey	Sacramento	San Bernardino
	Siskiyou	Trinity	
February 2013	Contra Costa	Fresno	Madera
	San Mateo	Yolo	
March 2013	Lassen	Marin	Riverside
	Shasta	Solano	
April 2013	Alameda	Colusa	Kern
	Lake	Orange	San Diego
	San Joaquin	San Luis Obispo	Tuolumne

Source: CDSS survey, May, 2013.

## **Teen Parents Served by CalWORKs**

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### **Teen Parents Served Under Cal-Learn Prior to the Suspension (FY 2010-11)**

Prior to the suspension, on average, counties reported 11,018 pregnant and parenting teens served each month with intensive case management during FY 2010-11.

### **Teen Parents Served During the Suspension (FY 2011-12)**

During the FY 2011-12 suspension, an average of 10,324 pregnant and parenting teens were served each month. The STAT 45 was modified to reflect the changed rules which governed the pregnant and parenting teens under the WTW Teen Parent program. While bonuses continued and the pregnant or parenting teens had no participation requirement besides attending school, there were differences in how the teens were served.

Under the Cal-Learn program, aid is available upon the verification of pregnancy, regardless of trimester. Part of the Cal-Learn suspension included the suspension of the statutory authority to serve pregnant teens upon the verification of pregnancy. Instead, eligibility of pregnant teens was restricted to those in the third trimester of pregnancy, which was standard for CalWORKs.

### **Teen Parents Served During the Cal-Learn Restoration (FY 2012-13)**

During the program's restoration in FY 2012-13, on average, 9,315 teens were served. Just over half of the counties had restored the Cal-Learn program by the end of calendar year 2012. All county Cal-Learn programs were restored by the April 1, 2013, deadline.

### **EXEMPTIONS/DEFERRALS/GOOD CAUSE**

Cal-Learn pregnant and parenting teens are not required to participate if exempted or deferred. Reasons for exemptions from the program include injury or illness, being expelled from school, or supportive services being unavailable for three months or more. Deferrals are granted if the county is unable to provide supportive services, there is a lack of case management, or if the pregnant and parenting teen has special needs or postpartum recovery. Special needs deferrals occur when the pregnant or parenting teens are severely restricted by factors beyond their control, such as car accidents or fires.

On average, seven pregnant and parenting teens had an exemption each month in FY 2010-11, while 31 were deferred. These are not unique totals, as a pregnant and parenting teen with an exemption or deferral that lasts more than one month would be reported in each month he or she met the exemption or deferral criteria. It should be noted; however, in Education Code Section 48200, an exemption or deferral from the Cal-Learn program does not change a pregnant and parenting teen's requirement to attend school.

During the year of suspension, the WTW Teen Parent program did not allow deferrals but offered good cause. Approximately 59 pregnant and parenting teens were given good cause each month during FY 2011-12. During the program restoration of FY 2012-13, an average of 52 teens were exempt from the program each month

## **Outcomes of the Cal-Learn Program**

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### **STATISFACTORY PROGRESS/GRADUATION BONUSES**

This section presents the outcomes for pregnant and parenting teens in the Cal-Learn program from data collected by CDSS through the STAT 45 monthly report. Graduation rates among Cal-Learn participants are expressed by the number of graduation bonuses issued to students.

There are two types of bonuses for Cal-Learn pregnant and parenting teens. The first is a \$100 satisfactory progress bonus for earning a 2.0 GPA or higher, while the second is a \$500 bonus for earning a high school diploma or equivalent. The satisfactory progress bonus is added to the family's grant, while the bonus for graduation is paid directly to the pregnant and parenting teen. Bonuses may only be earned once a quarter. If a Cal-Learn pregnant and parenting teen receives his or her high school diploma in the same quarter that he or she qualifies for a \$100 satisfactory progress bonus, that teen only receives the \$500 graduation bonus. A Cal-Learn pregnant and parenting teen would not receive the \$500 graduation bonus if he or she did not submit verification of graduation or if he or she fails the California High School Exit Examination and does not receive a diploma. Additionally, the Cal-Learn pregnant and parenting teen would need to be in the program for more than 90 days in order to earn the graduation bonus.

#### **Prior to the Suspension (FY 2010-11)**

On average, Cal-Learn pregnant and parenting teens earned 648 satisfactory progress bonuses and 158 graduation bonuses each month during FY 2010-11.

#### **During the Suspension (FY 2011-12)**

During the suspension period, WTW pregnant and parenting teens earned 471 satisfactory progress bonuses and 144 graduation bonuses each month during FY 2011-12. Additionally, during the FY 2011-12 suspension, the STAT 45 was modified to reflect the changed rules which governed the pregnant and parenting teens. Information on the number of bonuses paid to pregnant and parenting teens continued to be collected during the suspension.

#### **During the Cal-Learn Restoration (FY 2012-13)**

During Cal-Learn restoration in FY 2012-13, Cal-Learn and WTW pregnant and parenting teens earned 393 satisfactory progress bonuses and 129 graduation bonuses each month through the transition back to Cal-Learn.

### **SANCTIONS**

Sanctions for Cal-Learn pregnant and parenting teens are the result of failing to maintain a minimum of a 1.0 GPA (or equivalent). The \$100 sanction was applied over two months as \$50 penalties to the family's grant, though the sanction was only reported in the initial month on the STAT 45. On average, 343 pregnant and parenting teens received sanctions in a given month during FY 2010-11.

Pregnant and parenting teens under the WTW Teen Parent program were subject to ongoing financial sanctions for noncompliance, rather than a one-time financial penalty. A sanction for not making satisfactory progress would be lifted when the recipient provides proof of satisfactory progress. An average of 226 pregnant and parenting teens were in sanction status each month during FY 2011-12.

During the restoration period, an average of 307 pregnant and parenting teens were sanctioned each month in FY 2012-13. These sanctions would be either the \$100 Cal-Learn sanction, or a WTW sanction, depending on the county and month.

### **REPEAT PREGNANCIES**

As required by statute, CDSS began asking counties to report repeat pregnancies among Cal-Learn pregnant and parenting teens in April 2013. During the first nine months of reported data, an average of 51 Cal-Learn teens reported a new pregnancy each month. This average of 51 represents about 0.5 percent of the Cal-Learn caseload of parenting teens. Information on repeat pregnancies was not collected during FY 2010-11 and FY 2011-12.

## Pregnant and Parenting Teens Served and Outcomes Under Cal-Learn

Fiscal Year	Average Monthly Participants			Satisfactory Progress			Graduation Bonuses			Sanctions		
	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13
<b>Statewide</b>	11,018	10,324	9,315	648	471	393	158	144	129	343	226	307
Alameda	166	176	184	5	7	10	3	2	3	2	1	4
Alpine	0	0	0	0	0	0	0	0	0	0	0	0
Amador	1	0	2	0	0	0	0	0	0	0	0	0
Butte	88	89	78	4	7	8	2	4	3	5	2	3
Calaveras	1	2	3	0	0	0	0	0	0	0	0	0
Colusa	3	3	2	0	0	0	0	0	0	0	0	0
Contra Costa	199	158	139	10	9	6	3	2	2	5	1	0
Del Norte	15	13	15	2	1	2	1	1	1	2	0	0
El Dorado	9	3	5	0	0	0	0	0	0	0	0	0
Fresno	760	879	807	77	68	61	11	11	13	37	42	35
Glenn	8	4	7	0	0	1	0	0	0	0	1	0
Humboldt	34	27	29	4	1	1	1	0	1	1	0	1
Imperial	89	103	93	7	5	5	1	3	1	5	5	6
Inyo	0	2	2	0	0	0	0	0	0	0	0	0
Kern	453	566	512	30	32	25	7	9	8	19	28	50
Kings	87	88	48	6	6	1	2	2	0	1	2	1
Lake	19	18	19	3	2	0	1	0	1	2	1	1
Lassen	3	2	2	0	0	0	0	0	0	0	0	0
Los Angeles	3,227	2,221	2,138	129	77	75	33	32	25	58	6	0
Madera	68	76	59	7	3	2	1	1	0	3	0	1
Marin	19	8	9	0	0	0	1	0	0	0	0	0
Mariposa	5	3	2	0	0	0	0	0	0	0	0	0
Mendocino	31	33	29	2	3	3	0	1	0	0	1	1
Merced	158	161	121	14	13	9	4	5	4	7	3	2
Modoc	0	1	0	0	0	0	0	0	0	0	0	0
Mono	0	0	0	0	0	0	0	0	0	0	0	0
Monterey	90	150	108	7	3	4	2	2	1	3	8	10
Napa	7	7	7	1	0	0	0	0	0	0	1	0
Nevada	6	9	12	0	0	1	0	0	0	0	0	0
Orange	436	398	348	17	13	10	6	5	6	19	11	35
Placer	23	17	14	3	1	1	0	0	0	2	1	1
Plumas	1	2	0	0	0	0	0	0	0	0	0	0

## Pregnant and Parenting Teens Served and Outcomes Under Cal-Learn

Fiscal Year	Average Monthly Participants			Satisfactory Progress			Graduation Bonuses			Sanctions		
	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13
Riverside	806	655	564	36	17	10	0	7	6	10	15	25
Sacramento	489	714	658	47	31	25	8	6	7	19	0	4
San Benito	10	9	4	0	0	0	11	0	0	1	0	0
San Bernardino	1,256	1,074	985	70	59	41	0	13	15	8	17	35
San Diego	374	449	439	30	13	10	14	3	4	27	1	3
San Francisco	65	65	62	36	4	6	1	1	1	5	5	7
San Joaquin	351	354	336	14	5	5	5	6	4	22	15	34
San Luis Obispo	28	22	22	3	2	1	1	1	0	1	1	1
San Mateo	45	42	59	2	0	0	0	0	0	1	0	0
Santa Barbara	80	81	67	9	5	5	2	2	1	1	0	0
Santa Clara	263	229	156	17	16	10	4	4	3	7	3	3
Santa Cruz	51	49	41	4	3	2	2	1	1	2	0	0
Shasta	72	69	46	5	2	2	2	1	0	3	1	4
Sierra	0	0	0	0	0	0	0	0	0	0	0	0
Siskiyou	18	12	11	2	1	2	0	0	0	0	0	0
Solano	74	62	51	3	0	1	2	1	1	0	0	0
Sonoma	67	57	47	6	3	1	2	1	2	3	2	1
Stanislaus	228	267	245	13	23	17	6	6	6	6	11	18
Sutter	37	35	30	4	5	3	1	1	0	1	1	1
Tehama	28	25	18	2	2	2	1	1	0	2	2	1
Trinity	3	3	2	0	0	0	0	0	0	0	0	0
Tulare	413	591	479	31	20	16	7	6	5	41	31	14
Tuolumne	7	7	5	1	1	1	0	0	0	0	0	0
Ventura	158	151	121	8	4	4	2	1	2	9	1	1
Yolo	46	44	41	3	2	2	1	1	1	2	0	0
Yuba	43	39	32	3	2	2	1	1	1	1	6	4

## Conclusion

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In accordance with SB 1041, CDSS provides this report to inform the Legislature of the status and outcomes of the Cal-Learn program. With the restoration of Cal-Learn following the FY 2011-12 suspension, CDSS will provide annual updates to the Legislature on the status and outcomes of the Cal-Learn program.

On average, 11,018 pregnant and parenting teens were served by the Cal-Learn program each month during FY 2010-11. During the FY 2011-12 suspension, approximately 10,324 pregnant and parenting teens were served in the WTW Teen Parent program. As the program was restored during FY 2012-13, 9,315 pregnant and parenting teens were served by both programs.

During FY 2010-11, an average of 158 pregnant and parenting teens received graduation bonuses each month under Cal-Learn. During the suspension, an average of 144 pregnant and parenting teens received graduation bonuses each month. During the restoration period, an average of 129 pregnant and parenting teens received graduation bonuses each month. As required by statute, counties began reporting new repeat pregnancies among Cal-Learn pregnant and parenting teens in April 2013. During the first nine months of reported data, an average of 51 Cal-Learn teens reported a new pregnancy each month. This average of 51 represents about 0.5 percent of the entire Cal-Learn caseload of parenting teens.